

Chapter 1. Introduction

Designated by Presidential Proclamation on January 11, 2000, the California Coastal National Monument runs the entire length of the California coast (1,100 miles) between Oregon and Mexico; extends 12 nautical miles from the shoreline; and encompasses more than 20,000 BLM-administered islands, rocks, exposed reefs, and pinnacles above mean high tide.

Cooperatively managed with other federal, state, local government, universities, and private interests, the primary purpose of the monument is to protect important biological and geological values. The islands, rocks, reefs, and pinnacles provide foraging, resting, and breeding grounds for significant populations of birds and sea mammals.

The following chapter identifies basic background information regarding the monument, key planning issues and constraints, and information related to the planning process.

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Chapter 1

Introduction

1.1 Purpose and Need for the Plan

The purpose of the California Coastal National Monument (CCNM) Resources Management Plan (RMP) is to establish guidance, objectives, policies, and management actions for the public lands of the CCNM administered by the U.S. Department of the Interior's Bureau of Land Management (BLM). The RMP attempts to resolve a wide range of natural resource and land use issues within the CCNM area in a comprehensive manner. The document addresses and integrates, where possible, the numerous related management issues of the various current and potential future coastal partners who are included in the planning effort. (The management strategy for the CCNM is described under "Overall Vision.")

In addition to the purposes described above, this joint RMP/Environmental Impact Statement (EIS) fulfills the needs and obligations of BLM as set forth by the Presidential Proclamation establishing the monument (see Section 1.2.4 and Appendix A), the National Environmental Policy Act of 1969 (NEPA), the Federal Land Policy and Management Act of 1976 (FLPMA), and BLM land use plan policy.

1.2 Overall Vision

The following statements identify the mission, vision, and management focus for the CCNM, as well as the RMP goals and objectives. These serve to provide overall direction for the CCNM as the planning and management processes continue, both through implementation of this RMP and into the future.

1.2.1 Mission Statement

The mission of the CCNM is to protect and foster an appreciation for and a stewardship of California's unique coastal resources in and around the monument through cooperation, collaboration, and partnerships.

1.2.2 Vision Statement

The CCNM is a catalyst for protecting and fostering an appreciation and stewardship for coastal ecosystems and their biological, physical, and cultural components by bringing together communities, agencies, organizations, academic institutions, the public, and other stakeholders.

1.2.3 Management Focus

Management options for the CCNM will focus on protection, research, education, and planning through collaboration, cooperation, and coordination with the core managing partners (California Department of Fish and Game [DFG] and California Department of Parks and Recreation [DPR]; see Chapter 5, “Consultation and Coordination,” for more information about partnerships) and with other collaborative partners and stewards interested in management of California’s coastline. BLM’s initial efforts will be geared toward education and interpretation in order to foster an appreciation for the resource.

Management activities may involve direct management of the CCNM or indirect management through activities that are not located within the boundaries of the CCNM itself (e.g., landside interpretive facilities). In many cases, proposed management of the CCNM will involve prototyping activities, or implementing management practices in a limited area—followed by adaptive implementation of these practices to a wider area, based on the results of the prototype. This topic is discussed in more detail in Chapter 2, “Alternatives.”

The management strategy of the CCNM does not include development of another layer of bureaucracy for coastal management. Instead, the strategy focuses on coordination of the many actions already in place that have been designed to protect coastal resources.

The specific management areas and resource elements for the CCNM were developed through the scoping process, which is summarized in the *Scoping Report for the California Coastal National Monument Resource Management Plan* (Scoping Report) (Jones & Stokes 2003). The Scoping Report is included as Appendix B to this document.

1.2.4 Plan Goal and Objectives

The Presidential Proclamation identified the goal of the CCNM as protection of the resources it contains. The proclamation identifies the following resources on the CCNM for protection:

- **Overwhelming beauty and magnificent scenery**, providing a unified landscape that defines the western edge of California.
- **Geologic formations**, including rocks, islands, exposed reefs, and pinnacles.
- **Seabirds**, including pelagic seabirds, gulls, the black oystercatcher, the brown pelican, and the peregrine falcon—as well as associated habitat for feeding, roosting, shelter, and nesting habitat.
- **Marine mammals**, including the southern sea otter and pinnipeds, such as the California sea lion, and the northern (Steller) sea lion, and harbor seals—as well as associated shelter, forage, and breeding habitat.
- **Vegetation**, including a diverse blend of vegetation types from intertidal macroalgae and sea grasses to terrestrial grasses and forbs to chaparral and scrub communities, and even conifers in a few locations.
- The **nearshore ocean zone** that begins just offshore and ends at the boundary between the continental shelf and continental slope.
- **Tidepools and associated organisms** uniquely adapted for survival.
- **Many species of scientific interest** that can be particularly sensitive to disturbance.

- **Historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest.**

Resource-specific objectives based on this overall goal are presented in the description of alternatives (in Chapter 2). For many resources, a relative lack of comprehensive, specific data exists regarding current resource extent, condition, and trends (refer to Chapter 3, “Affected Environment”). In these cases, identification of quantifiable or measurable objective statements was determined to not be practicable, and qualitative statements are given. The management alternatives include development of quantifiable and measurable objectives, and completion of a resource characterization in support of this effort as first steps in managing the CCNM.

1.3 Planning Area and Map

President Clinton established the CCNM by Presidential Proclamation No. 7264 on January 11, 2000, under the discretionary authority given to the President of the United States by Section 2 of the Antiquities Act of 1906 (34 Stat. 225, 16 U.S.C. 431). Section 2 authorizes the President to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated on the lands owned or controlled by the Government of the United States to be national monuments, and to reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected.

The rocks and islands of the CCNM are “public lands”¹ owned by the United States and administered by the Secretary of the Interior through the BLM. All of these lands have been “original public domain lands,” lands to which title was vested in the U.S. Government by virtue of its sovereignty. As a result of California being ceded to the United States in 1848 after war with Mexico, all of the lands (including the coastal rocks and islands) within California, except for the Spanish and Mexican land grants and private land claims recognized by the U.S. Government, were original public domain lands. Therefore, all of the CCNM rocks and islands, except for one islet², have been in federal ownership since 1848.

The purpose of the CCNM, as stated in the Presidential Proclamation, is to protect and manage biological and geological resources by protecting “all unappropriated or unreserved lands and interest in the lands owned or controlled by the United States in the form of islands, rocks, exposed reefs, and pinnacles above mean high tide³ within 12 nautical miles of the shoreline of the State of California” (see Figures 1-1a and 1-1b). The proclamation also functions to elevate California’s offshore lands to a national level of

¹ “Public lands” are any land and interest in land owned by the United States that are administered by the Secretary of the Interior through the BLM, without regard to how the United States acquired ownership. The two categories of public lands include (1) public domain lands (i.e., lands to which title was vested in the U.S. Government by virtue of its sovereignty), and (2) acquired lands (i.e., lands in federal ownership that were obtained by the U.S. Government through purchase, condemnation, gift, donation, or exchange).

² Sea Lion Rock, located south of Point Arena on the Mendocino County coast, had gone out of federal ownership but has recently been reacquired by the BLM. Therefore, the islet is now back in the public lands but under the category of acquired lands.

³ The Presidential Proclamation does not define the terms “islands,” “rocks,” “exposed reefs,” or “pinnacles.” However, these terms are interpreted to include, in sum, all lands exposed above mean high tide. “Mean high tide” (also referred to in this document as “mean high tide line” and “mean high water”) refers to the average of all observed high tide heights. The observed height varies at different locations along the coast; as a result, the specific tide height that constitutes the boundary of the CCNM will be variable based on location.

concern, focuses the primary management vision on the protection of geologic features and habitat for biota, and tasks BLM with the ultimate responsibility for ensuring that protection.

In total, offshore lands with an area greater than 4 square meters within 12 nautical miles of the California coast encompass more than 12,800 rocks and islands, and comprise a total of 900 acres; an estimated additional 10,000–30,000 rocks and islands with an area less than 4 square meters also occur that comprise a total of more than 100 additional acres. A number of the larger offshore features are appropriated for other uses and are not part of the CCNM, including the northern and southern Channel Islands (although some of the rocks offshore of these islands are part of the CCNM), the Farallon Islands, and others discussed in more detail in Section 3.9, “Land Use/Lands and Realty.” The CCNM protects a little over 1,000 acres in total, including at least 20,000 rocks and small islands along 1,100 miles of coastline.

Spanning the entire length of California, the CCNM comprises a variety of geologic and topographic features. Some of the islands off the coast and their surrounding rocks and islands were formed through igneous processes—plutonic and volcanic activity. Other nearshore rocks and islands are sedimentary or metamorphic in formation, the result of deposition of geologic material over time and, in some cases, subsequent modification by pressure and heat. The rocks and small islands contained in the CCNM are always changing due to geologic processes—some of these rocks became separated from the mainland because of erosion from wave, wind, and tidal action. These forces will eventually erode certain islands and rocks below mean high tide, and cause other areas currently attached to the shoreline and larger islands to become separated. These features make up the topmost portion of the outer continental shelf, which extends westward of California for 4–5 miles. During the Pleistocene Epoch, the shelf was exposed above sea level, defining California’s prehistoric coastline some 20,000 or more years before present (BP).

In general, wind and wave action have also determined the physical characteristics of the coastline and its associated CCNM features. North of Point Conception (in Santa Barbara County), strong waves and wind have worked on the California Coast Ranges formations to form numerous offshore rocks and islands. South of Point Conception, however, the coastline is more protected from the impact of storm waves by large offshore islands (i.e., the Channel Islands). The formations of the Transverse and Peninsular Ranges of the south coast have produced fewer rocks and islands.

The biological resources of the monument are influenced by these physical characteristics, as well as by other processes such as climate and ocean currents. Climate along the coastline of California varies, with cooler temperatures, more rainfall, and more extensive cloud cover in the northern portion of the state. Conditions become milder in a continuum southward. The California current, carrying water cooled by its passage through the northern latitudes, flows southward along the shore from the Washington–Oregon border to Southern California, and brings nutrients and biota into the coastal waters⁴ surrounding the CCNM.

These rocks, small islands, exposed reefs, and pinnacles are the homes and breeding grounds of many marine and terrestrial species—including birds, fish, and marine mammals. The rocks support a diverse assemblage of rocky intertidal zone plant and animal species. In the area spanned by the CCNM, people enjoy recreational activities such as fishing, kayaking, wildlife viewing, scuba diving, and snorkeling. The CCNM is also of aesthetic and economic value to coastal communities because the rocks and islands provide beautiful scenery for local residents and visitors, as well as a focal point in a vast ocean viewscape. While the CCNM comprises, and its direct management addresses, only those portions of the

⁴ For the purposes of this document, “coastal waters” refer to those waters within 12 nautical miles of the coast (i.e., those waters that surround the CCNM).

rocks and islands above mean high tide line, the monument features are a part of a larger coastal and marine ecosystem that both depends on and supports the CCNM.

1.4 Scoping/Issues

The scoping process for the CCNM RMP began on April 24, 2002, when a Notice of Intent (NOI) to prepare an RMP for the CCNM was published in the *Federal Register*. A notice announcing the time and location of the eight initial public scoping meetings was mailed in early August 2002 to more than 450 individuals, organizations, and government agencies. In addition, a news release announcing the time and location of the meetings was sent to approximately 500 media outlets for the 15 California coastal counties. The public scoping period lasted from April 24, 2002, through October 25, 2003.

Public scoping meetings were held in Bodega Bay, Elk, Trinidad, San Diego, Laguna Beach, Santa Barbara, Monterey, and San Francisco, California. In addition to the formal public scoping meetings, several independent meetings were held with interested parties to identify issues of importance. During the public scoping period, BLM received 25 letters that provided input for the RMP and NEPA processes. A full listing of issues raised through the public scoping process is contained in the Scoping Report (Appendix B).

A web site [http://www.ca.blm.gov/pa/coastal_monument/] was created to provide general information about the CCNM. The site contains a proposed timeline for the completion of the CCNM RMP and other information about the RMP, a copy of the Presidential Proclamation creating the CCNM, a map of the monument, and other relevant information. The Scoping Report is also posted on the web site. The web site will continue to provide information about the CCNM throughout the planning process.

1.4.1 Issues Addressed

Based on the direction provided in the Presidential Proclamation and comments received during the scoping process, BLM and its management partners DFG and DPR identified the following issues to be addressed by the RMP/EIS.

Issues Used to Develop Alternatives

- **How will the plan contribute to the protection of biological resources?** The primary focus of the RMP is the protection of biological resources that rely on the rocks and islands in the CCNM for their various life stages. To fully protect these resources, BLM will develop policies and plan elements to address the need for inventories of the various species that inhabit the CCNM. The potential adverse effects of human activities on and adjacent to the rocks and islands of the CCNM will be considered as protective policies and management actions are developed. BLM will develop policies and plan elements that will address the need for monitoring, public interpretation and education, and coordination of management and research relative to the biological resources of the CCNM.
- **How will the plan contribute to the protection of geologic, cultural, and visual resources?** The proclamation that established the CCNM recognized the relationship between the geologic and cultural significance of California's offshore rocks and islands and the biological resources that inhabit them. The RMP considers the full range of values that are represented in the CCNM as it considers the primary function of biological resource protection. The rocks and islands have

unique cultural, geologic, and visual significance to the many residents of the state who visit or live along the California coast. BLM will develop policies and plan elements that address the need for further inventory and ongoing protection of these cultural, geologic, and visual resources. Monitoring, interpretation, education, management and research policies, and plan elements will also be developed with this full range of resource values in mind.

- **How will BLM coordinate its CCNM planning and management activities to be consistent with the numerous jurisdictions that have existing plans and policies associated with the coastal zone?** The RMP defines BLM's role with its major partners (DFG and DPR) in managing the resources of the CCNM. It also identifies ways in which the overlapping planning and management responsibilities of numerous other federal, state, and local jurisdictions will be considered and coordinated in the future. This is the major logistical issue surrounding development and implementation of the RMP. Coordination and linkages will go beyond day-to-day resource management and will extend into the recreational, interpretive, educational, and monitoring aspects of the RMP. Key management policies are or will be developed to deal with private property rights, potential effects on communities along the California coast, and special designations that overlap the CCNM.
- **What programs, facilities, infrastructure, and partnerships are needed to provide the public with interpretive and educational material regarding the values and significance of the CCNM?** Principal resource protection strategies of the RMP include development of public education and interpretation materials and programs, as well as support for ongoing research along the coast. The RMP contains policies and plan elements to address BLM's role in encouraging and providing interpretive materials, educational programs, and research support along the entire California coast. A key role includes coordination of others' efforts, and development of program outlines and templates that can be shared by the many coastal entities that can affect the public's awareness of CCNM values. The RMP identifies the types and levels of infrastructure, facilities, and partnerships that are needed to properly inform the public.

Issues Addressed in the EIS

- **How will people's activities and uses along the coast be affected by management of the CCNM?** The Presidential Proclamation establishing the CCNM emphasized the need to protect the resources of the CCNM. The principal protections needed are from human uses of the coast (both on the land and in the water, and both on and adjacent to the rocks and islands). Policies and plan elements are developed for the RMP to address current recreational and commercial activities on or adjacent to the CCNM. This includes water-based recreation, kelp and fish harvesting, research activities, airplane and helicopter overflights, mineral exploration and production, water supply development, and other activities. The RMP does not develop regulations to affect these uses, but policy statements and impact analyses are part of the plan development and environmental impact analysis processes. These policies will be used to guide BLM in its efforts to interact with its partners and other agencies to achieve the mission of the CCNM. Many of these activities are already regulated by BLM partners (DFG and DPR) and other regulatory entities along the coast.

1.4.2 Issues Considered but Not Further Analyzed

Issues beyond the Scope of the Plan

Several of the subjects and issues raised by the public through the scoping process have not been addressed by detailed policies or plan elements in the RMP. These issues and subject areas and the reasons they have not been addressed are described below.

- Regulation of mineral extraction on lands below the mean high tide line,
- Regulation of commercial and recreational sport fishing in coastal waters,
- Imposition of fees for use of adjacent lands, and
- Navy use of sonar in the coastal area.

The CCNM RMP does not propose regulation of mineral extraction, commercial and recreational fishing, or military use of sonar in the coastal waters adjacent to the CCNM because these activities are not within the CCNM and are regulated by other state and federal agencies. The potential indirect effects of these activities on monument resources are considered in the RMP and EIS as part of the existing setting in which the RMP would be implemented.

Issues Addressed through Administrative or Policy Action

The RMP includes administrative and policy actions, which provide the overarching approach to managing the CCNM. These actions are described in Chapter 2 under “Overall Management Approach.” This general management guidance represents the basic operating procedures for the monument, which would be implemented to help fulfill the goal of the proclamation, regardless of the specific management actions selected.

1.5 Planning Criteria and Legislative Constraints

1.5.1 Criteria Developed Internally

BLM planning regulations have been used to develop this RMP. In addition to the planning requirements of the FLPMA, BLM planning regulations (43 Code of Federal Regulations [CFR] 1610) require that planning criteria be identified to guide the development of all management plans. Planning criteria ensure that plans address pertinent issues, and that unnecessary data collection and analysis are avoided. Planning criteria are based on applicable laws; agency guidance; public comments; and coordination with other federal, state, and local governments and Native American tribes. The following planning criteria were used in developing the CCNM RMP:

- The RMP will establish guidance upon which BLM will rely in managing the CCNM, in cooperation with DFG; DPR; and other federal, tribal, state, and local agencies with land management responsibilities along California’s coastline.
- The RMP planning and environmental review processes will be completed cooperatively with BLM partners, including DFG; DPR; and other federal, tribal, state, and local agencies and organizations.
- The RMP will be completed in compliance with FLPMA, NEPA, and all other applicable laws.

- The RMP will conform to the direction included in the Presidential Proclamation of January 11, 2000, which established the CCNM. Specifically, the RMP will give priority to the protection of: (a) geologic features in the CCNM; (b) biological resources supported in the CCNM, including seabirds and pinnipeds; and (c) other natural and cultural resources and resource values, including scientific and aesthetic, within the monument.
- The RMP will conform to the directive of January 11, 2000, from the Secretary of the Interior that accompanied the Presidential Proclamation, entitled Management of the California Coastal National Monument, and/or any subsequent direction from the Secretary. Specifically, the RMP will respect valid existing rights to the use of or access to the CCNM and surrounding lands and coastal waters.
- The RMP will not regulate or manage resources that are within the existing jurisdiction and regulatory responsibility of other agencies (e.g., fisheries, minerals on the outer continental shelf, and public coastal access).
- The RMP will not consider in detail activities that may indirectly affect the CCNM, including oil drilling, shipping, water-based recreation, and fishing. The RMP may contain action plans, however, for those activities that may result in a significant indirect effect on CCNM resources.
- Economic viability will not be considered in detail in the RMP; economic issues may be discussed and analyzed qualitatively based on activities in the vicinity of the CCNM.
- The lifestyles and concerns of coastal area residents will be recognized in the RMP.
- The planning process will protect Native American traditional uses and cultural resources.
- To the extent feasible without compromising resource protection, the RMP will be consistent with existing management plans, regulations, and laws governing adjacent lands and resources under the jurisdiction of other federal, tribal, state, and local governments.
- The planning period addressed in the RMP will be 20 years.
- RMP decisions will use the best available science and an adaptive management approach.
- The RMP will identify opportunities for education and interpretation regarding coastal values, especially where those opportunities can be shared with BLM partner entities.

1.5.2 Criteria Established by Other Legislative Constraints

A broad range of federal laws guide development of the RMP. Table 1-1 lists federal and state laws that apply to the monument and its planning process. The responsible governing agency, the trigger that causes the law to apply, the process that is required by the law, and the action required during the RMP preparation process are also included in the table for each law. Key laws with bearing on the planning criteria are discussed in more detail below. Figure 1-2 graphically represents the jurisdictions of several of these laws.

Federal Land Policy and Management Act of 1976

FLPMA establishes the authority and provides guidance for how public lands are to be managed by BLM. In managing public lands on the basis of multiple use and sustained yield, FLPMA requires that the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archeological values be protected. Nothing in the proposed plan will have the effect of terminating

Table 1-1. Applicable Federal and State Laws

Item	Responsible Governing Agency	Trigger	Process	Action Required during RMP Preparation/Approval
Federal Level				
National Environmental Policy Act (NEPA)	U.S. Bureau of Land Management (BLM)	Federal action (not a categorical exclusion)	Prepare an environmental impact statement (EIS)	Compliance efforts are currently in progress.
Federal Land Policy and Management Act (FLPMA)	BLM	Federal action	Provide a statement in the Resources Management Plan (RMP); abide by the provisions of the FLPMA	Compliance efforts are currently in progress.
Multiple Use Sustained Yield Act of 1960	BLM	Federal action	Manage lands for multiple-use principles	Compliance efforts are currently in progress.
Coastal Zone Management Act	Coastal Programs Division (CPD) within National Oceanic and Atmospheric Administration's (NOAA's) Office of Ocean and Coastal Resource Management (OCRM); California Coastal Commission; California Coastal Conservancy	Federal action	Reflect in the RMP under "Planning Criteria"	Assess impacts of management actions needed to implement the plan decisions. Prepare and submit to the Coastal Commission a consistency determination that evaluates the RMP for consistency with the California Coastal Management Program.
Clean Water Act (General Provisions)	U.S. Environmental Protection Agency (EPA); U.S. Army Corps of Engineers (Corps); and Regional Water Quality Control Board (RWQCB)	Federal action	Reflect in the RMP under "Planning Criteria"	Assess impacts of management actions needed to implement the plan decisions.
Clean Air Act	EPA; Air Quality Management District (AQMD); Air Pollution Control District (APCD)	Federal action	Reflect in the RMP under "Planning Criteria"	Assess impacts of management actions needed to implement the plan decisions.

Table 1-1. Applicable Federal and State Laws (continued)

Item	Responsible Governing Agency	Trigger	Process	Action Required during RMP Preparation/Approval
Federal Level (continued)				
Endangered Species Act	U.S. Fish and Wildlife Service (USFWS); National Oceanic and Atmospheric Administration Fisheries Service (NOAA Fisheries)	Federal action	Reflect in the RMP under “Planning Criteria”; conduct Section 7 consultation	(1) Assess impacts of management actions needed to implement the plan decisions. (2) Prepare a Biological Assessment (BA).
Marine Mammal Protection Act (MMPA)	USFWS; NOAA Fisheries	Federal action	Reflect in the RMP under “Planning Criteria”	Ensure consistency with MMPA.
Magnuson-Stevens Fishery Conservation and Management Act	USFWS; NOAA Fisheries	Federal action	Reflect in the RMP under “Planning Criteria”	Ensure consistency with Magnuson-Stevens Fishery Conservation and Management Act.
Migratory Bird Treaty Act	USFWS	Federal action	Reflect in the RMP under “Planning Criteria”	Assess impacts of management actions needed to implement the plan decisions.
Federally signed treaties	Bureau of Indian Affairs; Federally Recognized Tribes (e.g., Yurok Tribe and Trinidad Ranchería)	Federal action	Reflect in the RMP under “Planning Criteria”	Treat tribes as consulting parties.
Indian Trust Asset and Trust Fund Management and Reform Act of 2002	U.S. Department of the Interior (DOI)	Federal action	Reflect in the RMP under “Planning Criteria”	(1) Treat tribes as consulting parties. (2) Conduct coordination with the Trust Fund and Trust Asset Management and Monitoring Plan for each tribe.
National Marine Sanctuaries Act	National Marine Sanctuary Program (within NOAA’s National Ocean Service)	Federal action	Reflect in the RMP under “Planning Criteria”	Ensure consistency with National Marine Sanctuaries Act.

Table 1-1. Applicable Federal and State Laws (continued)

Item	Responsible Governing Agency	Trigger	Process	Action Required during RMP Preparation/Approval
Federal Level (continued)				
National Historic Preservation Act (NHPA)	State Historic Preservation Office	Federal action	Reflect in the RMP under “Planning Criteria”; follow the National Programmatic Agreement	Comply with Section 106 and Section 110 processes as triggered by NEPA.
Rivers and Harbors Act	U.S. Department of Defense (DOD) (U.S. Coast Guard [USCG] and Corps); U.S. Department of Homeland Security; USFWS	Federal action	Reflect in the RMP under “Planning Criteria”	(1) Control ingress/egress in the coastal zone. (2) Assess impacts of management actions and land use allocations needed to implement plan decisions.
State Level				
California Environmental Quality Act (CEQA)	California Department of Fish and Game (DFG), California Department of Parks and Recreation (DPR)	State project	Prepare environmental impact report (EIR)	No action is anticipated at this time, as no state discretionary action is proposed.
California Endangered Species Act (CESA)	DFG	Take	Reflect in the RMP under “Planning Criteria”	(1) Assess impacts of management actions and land use allocations needed to implement the plan decisions. (2) Ensure compliance with Section 2081 of the California Fish and Game Code; if same species as the federal Endangered Species Act, prepare a concurrence letter.

Table 1-1. Applicable Federal and State Laws (continued)

Item	Responsible Governing Agency	Trigger	Process	Action Required during RMP Preparation/Approval
State Level (continued)				
California Coastal Act	Resources Agency, California Coastal Commission	Project in coastal zone	Reflect in the RMP under “Planning Criteria”	Prepare and submit to the Coastal Commission a consistency determination that evaluates the RMP for consistency with the California Coastal Management Program.
Marine Life Protection Act	DFG	State project	Reflect in the RMP under “Planning Criteria”	Conduct coordination only.
Marine Management Improvement Act	Resources Agency (DPR, DFG, and State Water Resources Control Board)	State project	Reflect in the RMP under “Planning Criteria”	Conduct coordination only.

any validly issued right-of-way or customary operation, maintenance, repair and replacement activities in existing right-of-ways on BLM lands.

National Environmental Policy Act of 1969

This legislation established a national policy to maintain conditions under which man and nature can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations of Americans. NEPA established the Council on Environmental Quality to coordinate environmental matters at the federal level and advise the President on such matters. The law requires all federal actions that could result in a significant impact on the environment to be subject to review by federal, tribal, state, and local environmental authorities, as well as affected parties and interested citizens.

Endangered Species Act

Management activities on private and public lands are subject to the Federal Endangered Species Act of 1973 (ESA), as amended. The ESA directs project proponents or government agencies, as appropriate, to consult with the U.S. Fish and Wildlife Service (USFWS) and/or National Oceanic and Atmospheric Administration Fisheries Service (NOAA Fisheries) to address the effects of management activities on threatened and endangered species and designated critical habitat. Consultation leads to the issuance of a Biological Opinion and may result in issuance of a Section 10(a) permit (for non-federal actions) or a Section 7 permit (for federal actions) by the USFWS and/or NOAA Fisheries.

BLM will need to consult with USFWS and/or NOAA Fisheries regarding any actions in this RMP that may affect listed species under ESA. To this end, a Biological Assessment will be prepared for the actions proposed through this RMP.

National Historic Preservation Act

The National Historic Preservation Act (NHPA) is the primary federal law providing for the protection and preservation of cultural resources. NHPA established the National Register of Historic Places (NRHP), the Advisory Council on Historic Preservation (ACHP), and the State Historic Preservation Officers (SHPOs).

Marine Mammal Protection Act

The Marine Mammal Protection Act (MMPA) was passed by Congress to protect the many mammals that live in the world's oceans. This legislation is the basis for policies preventing the harassment, capture, injury, or killing of all species of whales, dolphins, seals, and sea lions—as well as walruses, manatees, dugongs, sea otters, and polar bears.

The law sets up a management regime to reduce marine mammal mortalities and injuries in their interactions with fisheries (such as gear entanglement); regulates scientific research in the wild; establishes basic requirements for public display of captive marine mammals; addresses issues specific to the tuna fishery in the eastern tropical Pacific Ocean where dolphins associate with tuna and are harassed, injured, and sometimes killed by fishing practices there; creates a management regime for native subsistence hunting of marine mammals in Alaska; and regulates the import and export of marine mammals and their products.

The primary government agency responsible for enforcing the MMPA is NOAA Fisheries. Under the MMPA, NOAA Fisheries is responsible for the management and conservation of whales and dolphins (cetaceans) and pinnipeds other than the walrus. Walruses, manatees and dugongs (sirenians), sea otters, and polar bears are under the jurisdiction of the USFWS.

The CCONM is home to many of the species protected under the MMPA.

Migratory Bird Treaty Act

The Migratory Bird Treaty Act (MBTA) is the domestic law that implements the United States' commitment to four international conventions (with Canada, Japan, Mexico, and Russia, respectively) for the protection of a shared migratory bird resource. The MBTA decreed that all migratory birds and their parts (including eggs, nests, and feathers) were fully protected. Each of the conventions protects selected species of birds that are common to both countries in the convention in question (i.e., they occur in both countries at some point during their annual life cycle). The MBTA is implemented by the USFWS. BLM will be required to manage the bird populations of the CCONM consistent with the requirements of the MTBA.

Coastal Zone Management Act

In the early 1970s, Congress enacted the Coastal Zone Management Act (CZMA; 16 USC. 1451 et seq.), providing a crucial link between coastal states and federal activities.

The CZMA encourages the management of coastal zone areas and provides grants to be used in maintaining coastal zone areas. As an incentive for states to develop management plans for their coastal resources, Congress granted states the ability to review federal agency activities that affect the coastal zone and, in some circumstances, stop or modify federally-permitted activities that are not consistent with the state coastal program. The Act is intended to ensure that federal activities are consistent with state programs for the protection and, where possible, enhancement of the nation's coastal zones. The CZMA applies to actions initiated, permitted, or funded by federal agencies within the coastal zone. As defined in the Act, the coastal zone includes coastal waters extending to the outer limit of state submerged land title and ownership, adjacent shorelines, and land extending inward to the extent necessary to control shorelines. The coastal zone includes islands, beaches, transitional and intertidal areas, and salt marshes. While the coastal zone by definition does not include federal land, the CZMA nonetheless applies to most federal activities or federally-permitted activities that are located adjacent to or near the coastal zone, because such activities often affect the coastal zone and the resources therein—both onshore and offshore.

The Secretary of Commerce (Secretary) can override a state's objection to an applicant's certification if the Secretary finds that the federal license or permit activity is consistent with the objectives of the CZMA or is otherwise necessary in the interest of national security. In addition, in the event of a serious disagreement between a federal agency and a state agency regarding the consistency of a proposed federal activity affecting any coastal use or resource, either party may request mediation by the Office of Ocean and Coastal Resource Management in NOAA.

BLM will submit a consistency determination for the proposed RMP to the California Coastal Commission as part of compliance with the CZMA.

1.6 Planning Process

Appendix C lists all planning and regulatory agencies with coastal holdings or jurisdiction over coastal resources that may affect CCNM management.

1.6.1 Relationship to BLM Policies, Plans, and Programs

This RMP will be prepared to be consistent with BLM policies and existing BLM plans and programs. Relevant policies include:

- CFR Title 43 (1610) (BLM's planning guidance and regulations) and BLM Manual 1601; and
- Native American Consultation per Executive Orders 12866, 13084, et al.

Five BLM field offices have jurisdiction over portions of the California coast (see Figure 1-3). Each of these field offices has a plan that guides policies and land use. Lands under BLM jurisdiction that adjoin the coast are currently divided into nine areas for management; each of these areas is under an RMP or other plan. Table 1-2 lists BLM on-shore coastal units and projects, and the status of their respective plans. This RMP will amend these other BLM plans where inconsistencies exist between the RMP and those plans.

1.6.2 Cooperating Agencies

The following agencies have signed memoranda of understanding (MOUs) with BLM, agreeing to serve as a "cooperating agency" under the President's Council of Environmental Quality (CEQ) regulations (40 CFR 1500-1508) implementing NEPA:

- DFG,
- DPR, and
- Trinidad Ranchería.

An MOU with Vandenberg Air Force Base (AFB) is currently going through the U.S. Air Force approval process and is expected to be approved in the near future.

1.6.3 Collaboration

In addition to the officially recognized cooperating agencies under NEPA, the following agencies and entities have participated as "Agency and Organization Contacts" in the planning process:

- California Coastal Conservancy;
- California Coastal Commission;
- California State Lands Commission;
- Channel Islands National Marine Sanctuary, NOAA;
- City of Laguna Beach;
- City of San Diego;
- Coastal America;
- Monterey Bay National Marine Sanctuary (MBNMS), NOAA;
- Minerals Management Service (MMS);

- National Park Service (NPS);
- The Nature Conservancy;
- National Marine Protected Areas Center, NOAA;
- National Ocean Service, NOAA;
- Office of Coast Survey, NOAA;
- Partnership for Interdisciplinary Studies of Coastal Oceans (PISCO), UC Santa Cruz;
- Pt. Reyes Bird Observatory (PRBO) Conservation Science;
- San Luis Obispo County;
- San Mateo County;
- Trinidad Ranchería;
- U.S. Air Force;
- U.S. Coast Guard (USCG);
- USFWS; and
- U.S. Navy.

The following agencies, among others, will be consulted during the planning process due to legislative mandates contained in specific federal environmental laws (the laws are identified in parentheses below):

- USFWS (for ESA, MBTA, MMPA, and Magnuson-Stevens Act),
- NOAA Fisheries (for ESA and MMPA),
- California Coastal Commission (for Coastal Zone Management Act), and
- Office of the California State Historic Preservation Officer (NHPA).

Also, BLM will work with the Marine Region of DFG to ensure coordination with the Marine Life Protection Act (MLPA) process.

For more information regarding partnerships and collaboration with other agencies and entities, see Chapter 5, “Consultation and Coordination.”

1.7 Related Plans

Fifteen counties; numerous municipalities; and dozens of park units, tribal lands, and other agency holdings are located along the coast of California, within California state waters, within adjacent federal waters, and on offshore land masses. Each of these jurisdictions is governed by a land use or other management plan (e.g., city and county general plans, and parks management plans). Appendix C lists coastal holdings. This list should not be considered comprehensive, as literally hundreds of organizations have jurisdiction over the California coast and its waters. Figures 1-4a–e show locations of many of the coastal entities and managed areas.

It is important to note that coastal planning is an ongoing process, with many plans being modified each year. The current state planning process for marine protected areas is especially important, as it will affect management of resources in the waters surrounding the CCNM. Each state marine managed area is in the process of being reclassified into one of six new classifications, as required under state legislation called the Marine Managed Areas Improvement Act. The six new classifications are state marine reserve, state marine park, state marine conservation area, state marine cultural preservation area, state marine recreational management area, and state water quality protection area.

Table 1-2. BLM Onshore Coastal Units and Projects, Plans, and Plan Status

BLM On-Shore Coastal Unit/Project	Plan	Plan Status
Arcata Field Office	Arcata RMP	Approved 1996
King Range National Conservation Area (KRNCA)	KRNCA RMP	Draft RMP/Draft EIS (Final scheduled for 2/05)
Lost Coast Headlands	Under Arcata RMP	
Manila Dunes Area of Critical Environmental Concern	Under Arcata RMP Manila Dunes Cooperative Management (activity level) Plan	Early stages of development
Samoa Dunes Recreation Area	Under Arcata RMP Samoa Dunes Recreation Area Management (activity level) Plan	Approved 1997
South Spit Cooperative Management Area	Under Arcata RMP South Spit Interim Cooperative Management (activity level) Plan	Approved 2003
Ukiah Field Office	Ukiah RMP	New start-up (selecting contractor)
Stornetta Ranch property	Stronetta Ranch Property Interim Management Plan	Developing Draft (Public meeting in August 2004)
Hollister Field Office	Hollister RMP	Approved 1984
Coast Dairies property acquisition (not yet acquired)	Coast Dairies Long-Term Resource Protection & Access Plan Interim Access Plan	Completed 2004 (by consultant under contract to Trust for Public Lands) Under draft preparation by BLM
Fort Ord Public Lands Project	Hollister RMP Amendment Fort Ord Habitat Management Plan	Early stages of development Accepted by BLM from Army in 1996
Bakersfield Office	Caliente RMP	Approved 1997
Irish Hill/Montaña del Oro State Park cooperative management	Under Caliente RMP	
Los Osos Greenbelt	Los Osos Greenbelt Cooperative Management Plan	May be prepared in the future

Table 1-2. BLM Onshore Coastal Units and Projects, Plans, and Plan Status (continued)

BLM On-Shore Coastal Unit/Project	Plan	Plan Status
Piedras Blancas Light Station	Piedras Blancas Light Station Management (activity level) Plan	Early stages of development (planned for completion by end of FY05)
Point Sal Area of Critical Environmental Concern	Under Caliente RMP	
Palm Springs/South Coast Field Office	South Coast RMP	Approved 1994
San Diego Project	Under South Coast RMP	

1.8 Existing Designations

1.8.1 Area of Critical Environmental Concern

In 1990, the California Islands Wildlife Sanctuary was designated by BLM as an ACEC, fulfilling the original purpose of PLO 6369. This designation highlighted the islands' special values and provided additional protection of the resources found on the islands. Daily management of the sanctuary continued to be the responsibility of the DFG as prescribed in the Memorandum of Understanding of 1983.

1.8.2 California Offshore Rocks and Pinnacles Ecological Reserve

On August 27, 1988, the California Fish and Game Commission designated all areas within ½ mile of the California coastline as an Ecological Reserve under the authority of the California Code of Regulations, Title 14, Sections 630 (Ecological Reserves) and 632 (Marine Protected Areas). As such, all rocks and islands within the California Offshore Rocks and Pinnacles Ecological Reserve are also part of the CCNM. The Ecological Reserve designation was implemented to provide protection for rare, threatened, or endangered native plants, wildlife, and aquatic organisms; and specialized terrestrial or aquatic habitat types. Public entry and use under this designation are required to be compatible with these purposes and are subject to rules and regulations as provided for in the regulations identified above. The Ecological Reserve will continue to be managed by DFG under the California Code of Regulations, Title 14.

1.9 Planning Period and Plan Revision

This plan is intended to provide the basis for sound management of the CCNM for at least the next 20 years. Management must be adaptive, and management of the CCNM will occur in the context of changing human and natural conditions. The managing agencies recognize that the plan must be able to adapt to changing circumstances, such as new scientific information, new environmental laws, changing public demands, new management opportunities, or additions of rocks and islands to the CCNM. For this reason, plan monitoring and evaluation will be established as RMP implementation actions to ensure that the effects of planning decisions are tracked and reviewed on a regular basis. Evaluations will determine whether specific planning decisions remain valid or need to be revised.

A plan amendment normally involves changing or adding management decisions that do not change the fundamental character of the overall plan or any of its major elements. A plan revision is made in response to significant new information or issues that warrant a major change in the management direction of the plan or one of its major elements. BLM planning guidelines specify that plan revisions may be considered in the following instances:

- In response to an evaluation of consistency with new laws, regulations, and policies;
- Upon determination that implementing the plan's decisions is not achieving the desired outcomes or meeting the plan's goals;
- When new science, data, or other information indicate a need to change decisions;
- Upon determination that the plan no longer provides adequate management direction; or
- When new proposals or actions not evaluated in the plan are put forth.

Both plan amendments and plan revisions require compliance with NEPA.

1.10 NEPA Provisions

NEPA requires that agencies proposing to plan or implement actions that may alter the environment evaluate potential environmental effects of such action and disclose them to decision makers and the public. If an action may result in significant adverse effects, the agency must identify feasible alternatives or planning/mitigation measures that can avoid or substantially lessen the identified impact.

This document is a joint RMP and EIS that is required by NEPA because significant adverse environmental effects could result from implementation of some land use alternatives. This document both presents management goals and direction for long-term management of the CCNM, and defines and evaluates alternative management approaches for specific issues identified in the public scoping process (discussed above and in Chapter 5). The foreseeable effects of each management alternative are identified and compared in this document.

This document addresses future management actions at a land use planning and program level, and indicates the extent and magnitude of these actions. Implementation of these programs will entail several years. Individual projects will be formulated, designed in detail, reviewed for potential environmental effects, modified as warranted, and implemented. Any environmental documents that must be prepared for future projects will be tiered to this document. This document provides an assessment of project effects that are generally expected to occur with program implementation, but further site-specific analysis will be conducted as necessary.

1.11 Process and Required Approvals to Achieve Final RMP and Final EIS

This document is being made available for a 90-day public review period. At the close of this period, all submitted comments will be evaluated and revisions to the draft RMP will be considered. Revisions that improve the ability of BLM to meet the established management goals will be adopted, and a final RMP and final EIS will be prepared. After allowance for final review of the RMP/EIS, BLM will issue a record of decision for plan adoption and implementation.

Concurrent to this process, BLM will formally consult with USFWS and NOAA Fisheries to obtain opinions about whether implementation of the RMP is likely to jeopardize the continued existence of the several listed threatened and endangered species in the CCNM area. This process may result in the agencies' determination that elements of the draft RMP should be modified to minimize an adverse effect. Such modifications to the RMP will be made before it is finalized for adoption.

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